

33. System Improvement Plans to Increase Sustainability of Korean Work-Learning Dual System

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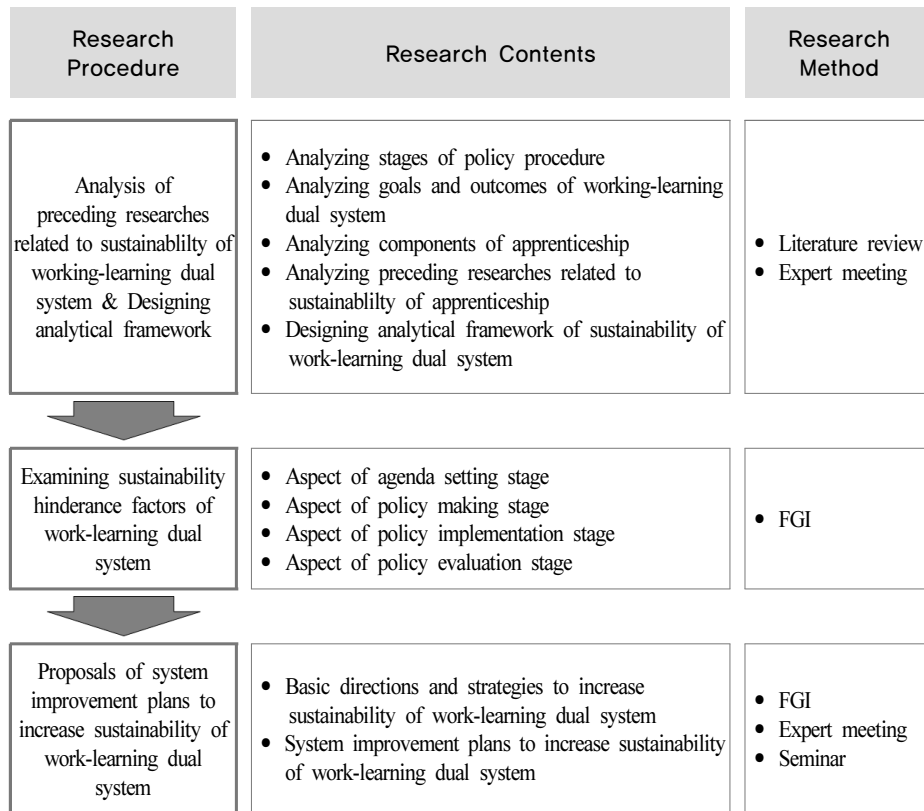
System Improvement Plans to Increase Sustainability of Korean Work-Learning Dual System

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This research aims to analyse factors that hinder the sustainability of Korean work-learning dual system. Based on this, it tries to propose various system improvement plans to make work-learning dual system sustainable. This research mainly uses the methods of literature review, Focus Group Interview(FGI), expert meeting and seminar as shown in the [Figure 1].

In order to draw out analytical framework of sustainability of work-learning dual system, we realign key success factors of apprenticeship and traineeship(2013) and 20 guiding principles for high-performance apprenticeships & work-based learning(2015) that EC(European Commission) suggested by stages of general policy procedure(agenda setting stage, policy making stage, policy implementation stage and policy evaluation stage).

[Figure 1] Research procedure & method



As shown in the <Table 1> below, we make a total number of 11 domains: there is one domain in agenda setting stage(collection of stakeholder's opinions), two in policy making stage(system and regulatory framework, legal system), five in policy implementation stage(governance, support of apprentices, support of in-company trainers, support of enterprises, training course development, operation and revision) and three in policy evaluation stage(quality management system, assessment of learning outcomes, image promotion and improvement).

〈Table 1〉 Analytical framework of sustainability of work-learning dual system

Agenda setting stage	<p>➢ Collection of stakeholders' opinions</p> <ul style="list-style-type: none"> Whether or not the framework to collect opinions of stakeholders such as industries for policy decisions is established
Policy making stage	<p>➢ System and regulatory framework</p> <ul style="list-style-type: none"> Appropriateness of goals of work-learning dual system Whether or not awareness of goals of work-learning dual system among stakeholders is different Appropriateness of operation model of work-learning dual system Appropriateness of target groups of work-learning dual system Relation between work-learning dual system and other similar policies(overlapping support targets, interrupting the spread of other projects). <p>➢ Legal system</p> <ul style="list-style-type: none"> Whether or not the legal system related to work-learning dual system is established Limitations of operation and evaluation regulations of work-learning dual system Whether or not apprenticeship qualification is authorized legally
	<p>➢ Governance</p> <ul style="list-style-type: none"> Whether or not the cooperation system among related organizations works out Whether or not administrative and financial waste by overlapping of roles among related organizations occurs Whether or not industries fulfill their role Whether or not enterprises are motivated to join work-learning dual system without national financial support <p>➢ Support of apprentices</p> <ul style="list-style-type: none"> Whether or not systematic career guidance is provided to apprentices Whether or not the legal status and welfare(wages, transition to regular workers) of apprentice is ensured Whether or not the right for learning of apprentices is respected in corporations Whether or not strategies to reduce dropouts are established <p>➢ Support of in-company trainers</p> <ul style="list-style-type: none"> Whether or not competent OJT and Off-JT instructors participate in work-learning dual system Whether or not it is necessary to make qualifications to become instructors of work-learning dual system Whether or not it is enough to offer quantitative(hours) and qualitative(appropriateness) support to strengthen the professionalism of OJT and Off-JT instructors Appropriateness of motivating and supporting in-company trainers Whether or not it is enough to provide facilities, equipment and training & evaluating materials that OJT and Off-JT instructors can utilize <p>➢ Support of enterprises</p> <ul style="list-style-type: none"> Appropriateness of supporting policy for small and medium enterprises(SMEs) Whether or not new-participating companies are supported Whether or not plans to motivate corporations that have participated in or dropped out of the system to re-participate in work-learning dual system are established <p>➢ Training course development, operation and revision</p> <ul style="list-style-type: none"> Whether or not training course development and operation according to the features of region, industry and company are flexible Appropriateness of the balance between general skills and firm specific skills in training course contents Whether or not training course update is carried out according to technological change and development
Policy evaluation stage	<p>➢ Quality management system</p> <ul style="list-style-type: none"> Whether or not performance management system is established Focal point of performance management(input, process, output, outcome) Whether or not results of policy evaluation are reflected to agenda setting stage and policy making stage <p>➢ Assessment of learning outcomes</p> <ul style="list-style-type: none"> Whether or not objective and valid internal and external evaluation are carried out Whether or not guidelines and resources for internal and external evaluation are provided to instructors of OJT and Off-JT Whether or not feedbacks about result of internal and external evaluation provided to apprentices Whether or not compensation for high internal and external evaluation is given to apprentices, and whether or not learning motivation is motivated <p>➢ Image promotion and improvement</p> <ul style="list-style-type: none"> Whether or not the image of vocational education and training is increased and improved by image promotion activities Whether corporations' motivation to participate in work-learning dual system is increased by training company recruitment strategies

According to this analytical framework, we draw out 35 factors that hinder the sustainability of Korean work-learning dual system in regard to agenda setting stage, policy making stage, policy implementation stage and policy evaluation stage as shown in the <Table 2>. Based on the 35 hinderance factors, we suggest 31 policy tasks to improve the sustainability of the system as in the <Table 3> below.

<Table 2> Main sustainability hinderance factors of Korean work-learning dual system

Agenda setting stage	<ul style="list-style-type: none"> ➢ Collection of stakeholders' opinions <ul style="list-style-type: none"> • Lack of opinion collection channels for making decisions for system improvement • Low performance of regional operation councils • Lack of reflecting collected opinions of each agency to system improvement
Policy making stage	<ul style="list-style-type: none"> ➢ System and regulatory framework <ul style="list-style-type: none"> • System operation centered on quantitative goals • Fundamental reconsideration of policy objectives (<i>link to employment vs solve mismatch vs improve job performance</i>) • Goal setting of work-learning dual system for students • Review of the major target groups of the system (<i>students vs graduates, new workers vs existing workers</i>) • Reconsideration of operational methods of work-learning dual system for students ➢ Legal system <ul style="list-style-type: none"> • Insufficiency of legal basis for work-learning dual system • Ambiguity of the concept and scope of work-learning dual system qualification & delay of giving qualification • Ambiguity of legal basis for work-learning dual system for students
Policy implementation stage	<ul style="list-style-type: none"> ➢ Governance <ul style="list-style-type: none"> • Government-centered governance system centered on vertical linkage • Complex governance system such as overlapping of agencies' roles • Channel absence such as One-Stop service ➢ Support of apprentices <ul style="list-style-type: none"> • Double identity of apprentices • Learning hours securement of apprentices & Including Off-JT hours in working hours • Lack of strategies to reduce dropouts • Absence of systematic career development programs ➢ Support of in-company trainers <ul style="list-style-type: none"> • Insufficiency of reviewing necessary abilities when appointing in-company trainers • Low effectiveness of training for in-company trainers • Lack of support system for motivation and professional development of in-company trainers ➢ Support of enterprises <ul style="list-style-type: none"> • Provision of government funding regardless of corporate performance • Administrative work burden SMEs • Lack of One-Stop support service for companies and communication channels ➢ Training course development, operation and revision <ul style="list-style-type: none"> • Concept ambiguity of OJT and Off-JT • Insufficiency of training course development and operation system to cultivate human resources with practical experience • Inadequacy of training course update system
Policy evaluation stage	<ul style="list-style-type: none"> ➢ Quality management system <ul style="list-style-type: none"> • Insufficiency of performance management system across the work-learning dual system • Problems in setting performance evaluation indicators and targets of each organization ➢ Assessment of learning outcomes <ul style="list-style-type: none"> • Lack of internal evaluation guidelines and lack of professionalism of in-company trainers • Implementation of the internal evaluation as a mere formality and lowered public confidence on the internal evaluation • Lack of infrastructures for implementing the external evaluation (<i>guidelines, facilities & equipment, currency of qualifications</i>) • Wide external evaluation scope and high level of difficulty ➢ Image promotion and improvement <ul style="list-style-type: none"> • Negative images of parents about high school graduates and work-learning dual system • Negative recognition and lack of awareness of corporations about work-learning dual system

〈Table 3〉 Policy tasks to increase sustainability of Korean work-learning dual system

Agenda setting stage	<ul style="list-style-type: none"> ➤ Establishing an organization for agenda setting and collecting opinions at the national level <ul style="list-style-type: none"> • Establishment of a work-learning dual system policy coordination committee • Re-operation of Work-Learning Dual System Task Force(TF) ➤ Expansion of the channel to hear the field opinions <ul style="list-style-type: none"> • Systematization of operating the regular consultative body by region, industry and agency • Arrangement of communication channels between corporations
Policy making stage	<ul style="list-style-type: none"> ➤ Improvement of system and regulatory framework <ul style="list-style-type: none"> • Clarification of policy goals in the point of qualitative substantiality • Promotion of work-learning dual system focusing on students and new workers • Redesign of the operation model of work-learning dual system for students ➤ Establishment of legal system <ul style="list-style-type: none"> • Enactment of the law 「Industrial Site Work-Learning Dual System Support Act」 • Arrangement of legal basis related to apprentices' status • Preparing legal basis for apprenticeship qualifications • Revision of related legislations such as the law 「Vocational Education and Training Promotion Act」 • Clarification of contents and terms in the law 「Industrial Site Work-Learning Dual System Support Act」
Policy implementation stage	<ul style="list-style-type: none"> ➤ Improvement of governance system <ul style="list-style-type: none"> • Establishment and operation of Industry-led horizontal governance system • Increasing governance efficiency by minimizing role duplication between organizations • Providing One-Stop service for companies and apprentices ➤ Improvement of supporting-apprentices system <ul style="list-style-type: none"> • Consolidation of strategies to reduce dropouts • Support of systematic career development of apprentices ➤ Improvement of system of appointing, training and managing in-company trainers <ul style="list-style-type: none"> • Development and application of in-company trainers capacity model • Improvement of methods to appoint in-company trainers • Improvement of training programs for in-company trainers • Strengthening motivation and supporting professionalism development of in-company trainers ➤ Improvement of supporting-enterprises system <ul style="list-style-type: none"> • Reducing administrative work burden of companies • Introduction of autonomous model and differential support according to performance ➤ Improvement of training course development, operation and revision methods <ul style="list-style-type: none"> • Improvement of methods to develop and revise training courses • Improvement of methods to operate training courses
Policy evaluation stage	<ul style="list-style-type: none"> ➤ Construction of performance management system <ul style="list-style-type: none"> • Establishment and implementation of performance management system • Validation of performance management system by reflecting field voices ➤ Assurance of validity, reliability and fairness of evaluations <ul style="list-style-type: none"> • Reinforcement of public confidence in the internal evaluations • Expansion of infrastructures for implementing the external evaluations ➤ Improvement of image and attractiveness of work-learning dual system <ul style="list-style-type: none"> • Image improvement aimed at prospective apprentices and parents • Image improvement aimed at enterprises

〈Table 4〉 Main challenges for sustainability of apprenticeships

Agenda setting stage	<ul style="list-style-type: none"> ➤ Collection of stakeholders' opinions <ul style="list-style-type: none"> • Lack of opinion channels when to make a system improvement and a main decision • Operation performance insufficiency of regional operation council • Lack of reflecting collected opinions of each agency to a system improvement
Policy making stage	<ul style="list-style-type: none"> ➤ System and regulatory framework <ul style="list-style-type: none"> • System operation centered on quantitative goals • Fundamental reconsideration of objectives (<i>link to employment vs solve mismatch vs improve job performance</i>) • Goal setting of types of apprenticeship for students • Need to review the major target groups of the system (<i>students vs workers & new hire vs the holder of a position</i>) • Need to reconsider operational methods of types of apprenticeship for students
	<ul style="list-style-type: none"> ➤ Legal system <ul style="list-style-type: none"> • Insufficiency of legal evidence for apprenticeships • Ambiguity of the concept and scope of apprenticeship qualifications & Entitlement delay • Ambiguity of legal evidence for types of apprenticeship for students
Policy implementation stage	<ul style="list-style-type: none"> ➤ Governance <ul style="list-style-type: none"> • Governance system centered on vertical linkage • Complex governance system such as interagency roles • Channel absence such as One-Stop service
	<ul style="list-style-type: none"> ➤ Support of apprentices <ul style="list-style-type: none"> • Double identity of apprentices • Learning hours securement of apprentices & Including Off-JT hours in working hours • Lack of strategies to reduce dropouts • Absence of systematic career development programs
	<ul style="list-style-type: none"> ➤ Support of in-company trainers <ul style="list-style-type: none"> • Examination insufficiency about necessary abilities when to appoint in-company trainers • Low effectiveness of training in-company trainers • Lack of support system for motivation and professional development of in-company trainers
	<ul style="list-style-type: none"> ➤ Support of enterprises <ul style="list-style-type: none"> • Provision of government funding regardless of corporate performance • Administrative work burden of small and medium enterprises(SMEs) • Lack of corporation support On-Stop service and communication channels
	<ul style="list-style-type: none"> ➤ Training course development, operation and supplementation <ul style="list-style-type: none"> • Concept ambiguity of OJT and Off-JT • Insufficiency of training course development to cultivate practical talent and operating system • Inadequacy of training course update system
Policy evaluation stage	<ul style="list-style-type: none"> ➤ Construction of performance management system <ul style="list-style-type: none"> • Establishment and implementation of performance management system • Validation of performance management system by reflecting the voice of the field
	<ul style="list-style-type: none"> ➤ Assurance of validity, reliability and fairness of evaluations <ul style="list-style-type: none"> • Reinforcement of public confidence in evaluations • Expansion based on implementation of the external evaluation
	<ul style="list-style-type: none"> ➤ Improvement Image and enhancement of attractiveness of apprenticeships <ul style="list-style-type: none"> • Image improvement of prospective apprentices and parents about apprenticeships • Image improvement aimed at enterprises